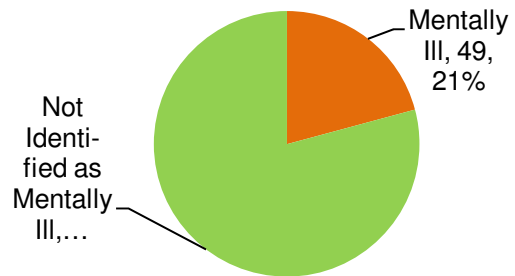


E. Executive Summary

What Prompted this Needs Assessment and Master Plan for MCDF

The primary genesis for this Jail Needs Assessment and plan was the prevalence and problems related to its mentally ill, disabled, and other special needs inmate populations, both male and female. Major concerns included:

1. The number of inmates in MCDF with mental illnesses has been increasing dramatically along with the severity of their issues and illnesses.
2. This is partially due to the closing of mental health hospitals and limited placement options for those who are charged with or convicted of minor offenses but do not pose a risk to others.

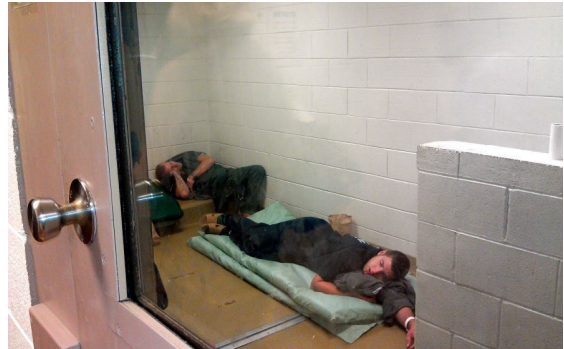


McLean County has wisely recognized that more options were critically needed and established several state-of-the-art evidence-based alternatives:

- Recovery Court;
- Drug Court (primarily for those with drug issues – many of whom who are mentally ill); and a
- Non-secure Residential Treatment Center or a Joint Use Community Crisis Stabilization Center (described in chapter 9).

Still more placement and treatment options are needed.

3. For the many male and female mentally ill alleged and convicted offenders who need to be incarcerated, MCDF lacks suitable and supportive housing and program space within the jail. To provide continuous supervision, some mentally ill inmates are housed in booking cells, exacerbating problems for them as well as for booking functions. Although custody staff can observe mentally ill inmates in the Booking area, the space is inappropriate for this population in that it lacks natural light, lacks a dayroom, has no nearby recreation or program areas, and is often noisy.
4. Other mentally ill inmates are scattered throughout the jail, including in linear cells that are far from suicide-resistant and are not continuously visible by staff, resulting in severe safety and security risks.



In addition to remedying the myriad of problems associated with the mentally ill and other special populations, the consultants' major charges were to:

- Develop a cost-efficient plan that would provide an adequate number of appropriate beds and housing units for every male and female inmate category for the next 20 years, which could be completed over time.
- Provide sufficient and appropriate space for all jail functions including Health Services, Mental Health offices, Food Services, Booking, Inmate Services and Programs, Laundry, and Administration.
- For all inmates, staff, and visitors, ensure that the jail environment is safe, secure, and “does no harm.”

Contents and Organization of this Report

This report is organized as follows:

- E. Executive Summary
 - 1. Background and mission
 - 2. Population profile
 - 3. Population projections and bed needs
 - 4. Alternatives to incarceration
 - 5. Facility assessment
 - 6. Scope of renovation and expansion
 - 7. Operational and architectural space program
 - 8. Adjacency requirements
 - 9. Joint Use Community Crisis Stabilization Facility
 - 10. Site expansion criteria
 - 11. Renovation and expansion options
 - 12. Staffing and operational costs
 - 13. Construction and other project costs
 - 14. Implementation schedule

The following pages offer a summary of the key findings and recommendations of the report. Detailed discussion and backup are found in each of the chapters.

Background and Mission (see chapter 1)

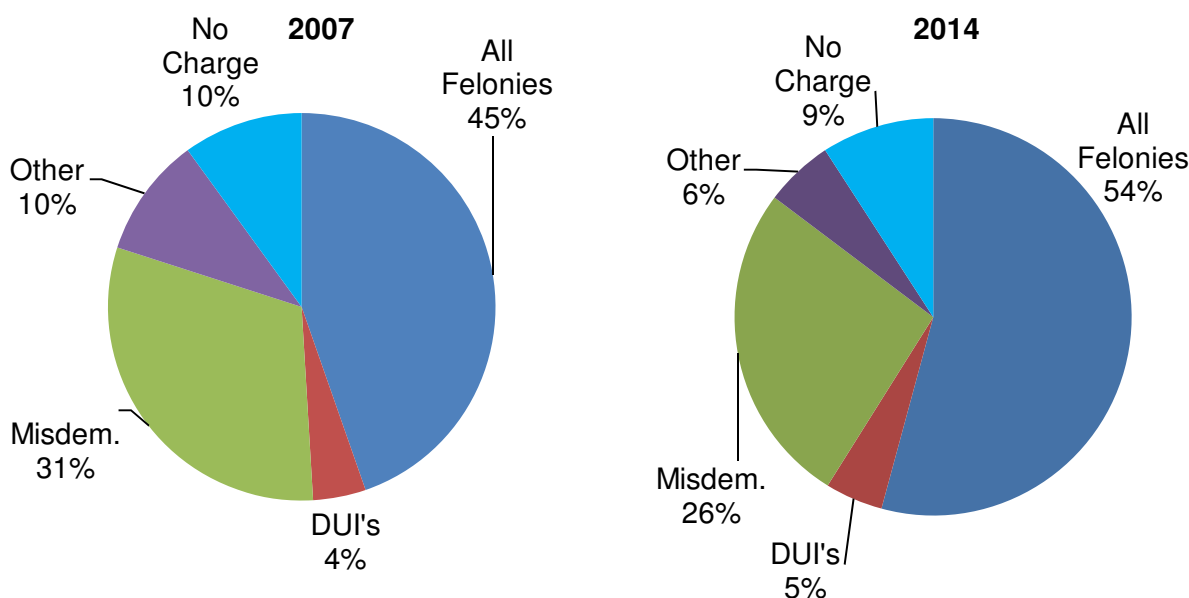
In addition to appropriately accommodating the mentally ill and other special needs populations, the mission of the McLean County Jail Needs Assessment is to plan for a facility that provides for the security and safety of the community, jail staff and detainees; provides suitable housing that meets constitutional care for all categories of alleged and convicted offenders; foster cost and staff efficiencies; and accommodates programs and supports operations that aim for successful reintegration of detainees upon release.

Population Profile (see chapter 2)

An analysis of the population data in the McLean County Jail indicates several trends:

- 21% of the jail population was considered mentally ill and 65% of them were on psychotropic drugs while in custody.
- Females are more likely than males to be identified as requiring additional medical, mental health, segregation or protective custody services (39% vs. 9%).
- There is a higher percent of females booked than detained (20% vs. 13%), which means that they are more likely to be released shortly after booking and/or that they receive shorter jail sentences than males, which may be related to the nature of their offenses.
- The inability to house males and female detainees by classification categories significantly contributes to problems in the jail.
- During the last two years the percentage of individuals booked for felonies compared with misdemeanors has increased considerably. This corroborates with jail staff's view that there are more serious and violent offenders in the jail in recent years. It is too soon to know if this trend will continue, but it is likely given that many non-custody alternatives target non-violent offenders.

Bookings by Offense Category: 2007 vs. 2014



Projections and Bed Needs (see chapter 3)

The effectiveness of any jail to hold offenders efficiently and appropriately is directly related to its classification system and its ability to have available beds for each population category (e.g., high security mentally ill females). Good correctional practice suggests that bed needs exceed ADP (average daily population) by twenty percent to accommodate most peak populations and to house inmates by classification category, which the existing MCDF is unable to accomplish do to its limited capacity and design.

After analyzing historical trends in arrests, court filings, jail bookings, and ADP, along with projections for McLean County's general population, bed needs were projected using a very conservative 1% annual growth rate. This resulted in a need for 354 beds for the year 2035. With continuing to use the two pods that were added in 1990, housing Trustees in a small portion of the original linear jail, and repurposing the remainder of the linear beds for non-housing purposes, the resulting number of beds that need to be added is 222, as shown below.

**Projected Average Daily Population (ADP), Total Bed Needs,
and Additional Bed Needs**

Year	ADP	Total Bed Needs	Additional Beds Needed	
			Using All 234 Existing Beds	Using 108 Beds in Pods & 24 Linear Beds for Trustees
2013 Actual ADP	237	284	50	152
2015, with 1% increase/year	242	290	56	158
2020, with 1% increase/year	254	305	71	173
2025, with 1% increase/year	267	320	86	188
2030, with 1% increase/year	281	337	103	205
2035, with 1% increase/year	295	354	120	222

Alternatives to Incarceration (see chapter 4)

McLean County presently utilizes an array of programs to reduce bed needs. These include:

- Pre-Trial Release: Alleged offenders are released and supervised prior to their court proceedings. This program uses electronic monitoring when warranted to always know and limit the whereabouts of releasees.
- Domestic Violence Release with GPS Monitoring: This is a type of Pre-Trial Release geared for those charged with Domestic Violence. Electronic monitoring helps ensure that they stay away from alleged and potential victims.
- Drug Court: High risk and high need substance abuse addicts who are convicted of felonies are referred to Drug Court. Participants attend Drug Court every week or two, partake in treatment, are tested for drug and alcohol use, and must adhere to other specified conditions.
- Recovery Court: Recovery Court is a specialized problem solving court for non-violent offenders who have been diagnosed with severe mental illnesses and whose mental illnesses are related to their current offenses. The program involves frequent court appearances, treatment services, and supervision.
- Probation: Judges sentence many convicted offenders who are unlikely to abscond or harm others to Probation. Probationers must follow specified conditions of supervision

related to both safety and treatment including reporting regularly, participating in substance abuse programs when warranted, and paying restitution and/or fines.

- High Risk-Intensive Probation Supervision (IPS) / Adult Redeploy Illinois (ARI). **This program is for** non-violent sentenced offenders in need of extra supervision. It helps offenders with substance abuse treatment, job placement services, mental health services, medication, and transportation.
- Community Services. This is a much-utilized sentencing option for those who have been found guilty of traffic offenses. In 2013, 903 adult offenders completed over 83,000 hours of Community Services!
- Jail Work Release & Weekender Programs. These two periodic confinement programs are for offenders who are working or in school and who are deemed to be at low enough risk to be released to the community during the day or the week. Weekenders spend the weekend in jail; Work Releasees are housed in the jail but are released during the day for work or school.

There is potential to expand these programs in the future for more misdemeanants and non-violent felons, including some who are mentally ill.

McLean County should also consider replacing the existing Work Release and Periodic Confinement programs with Day Reporting with Electronic Monitoring. This would help contain bed needs and jail operational costs, and those who are in Work Release and Periodic Confinement are no more likely to abscond or harm others than they would be if they were on Day Reporting with Electronic Monitoring.

Although Pre-Trial Release, the Specialty Courts (Drug, Recovery), Community Services, and Probation significantly reduce jail bed needs, it must be noted that even the very best programs have failures. There must be enough jail beds to be able to revoke those who do not comply with program conditions such as abstaining from drugs and alcohol, staying away from potential victims, appearing for scheduled court appearances, and reporting to probation officers.

Facility Assessment (see chapter 5)

A multi-disciplinary evaluation of the existing MCDF building, building systems, and operations revealed numerous problems which need to be addressed. The evaluation also concluded that much of the jail, particularly what was added in 1990, was well designed and is highly functional. Because of the latter and because of the efficiencies resulting from the jail's location within the Law and Justice Center, the team determined that it would be more cost efficient and better operationally to renovate and expand MCDF compared with other long-term options.

Several systems are at design capacity requiring separate stand-alone decentralized systems for any major additions or alterations. Other facility elements are due for periodic maintenance upgrades and replacements.

High priority functional problems include:

- The original 1976 “linear” jail cells are not appropriate, safe, or operationally efficient to house those with special needs or any other inmates with the exception of those who are suitable for intermittent supervision such as trustees.

- Medical and mental health treatment and counseling areas are inadequate for the increased number of inmates and the magnitude of mental health and physical health ailments.
- The kitchen and laundry areas in the basement of the existing building are too small and their locations make access (especially of bulk food) difficult, and the locations pose potential security problems.
- Alarm panels in older areas need to be replaced. Cells are also experiencing significant detention equipment and plumbing maintenance problems which indicate that these areas might better serve inmate and staff support functions, once renovated, rather than continue as housing units.

The 1990 pod addition with its 108 beds functions well and provides a sound foundation to build around.

Renovation and Expansion (see chapter 6)

Complementing the existing facility analysis, the team developed a plan for the highest and best use of the existing building, and the areas to be relocated, remodeled and/or located in new construction.

Functions to be accommodated in renovated areas include: Medical, the Laundry, inmate property (expansion), Administration, and inmate support areas.

New construction will accommodate new housing for all Females, including the Mentally Ill, and Mentally Ill Males, a new Public Lobby, Video Visitation, Kitchen, and service dock. Additional space could potentially house alternate sentencing programs such as electronic monitoring and day reporting programs. The next two tables provide greater specificity, making the best use of existing space.

Plan within the Existing Jail and Addition for each Jail Component

Jail Components (in alphabetical order)	Expand, Renovate, &/or New Construction?	What & Where
Administration (within Jail)	New suite through renovation.	A few offices within what is now linear housing.
Booking (additional space)	Expand existing through renovation.	If and when feasible, expansion into Weekender / Work Release housing.
Detainee Programs & Commissary	New suite through renovation & more space in addition.	Offices & Commissary within what is now linear housing. Additional program spaces adjacent to new housing units.
Food Services	Relocate to new construction.	New Kitchen in addition.

continued

Jail Components (in alphabetical order)	Expand, Renovate, &/or New Construction?	What & Where
Health Services	Expand & major renovation.	Much larger Health Services area with new Infirmary within expansion (and renovation) of existing Health Services area into what is now Linear housing.
Housing: General Population for Females	New construction.	Direct Supervision housing in addition.
Housing: General Population for Males	Minor renovation of existing Pods & New Construction	Address several maintenance issues in Pods, plus new Direct Supervision units in addition.
Housing: Mental Health for Females & Males	New construction.	A variety of Direct Supervision & Indirect Supervision Units for Mentally Ill Males & Females.
Housing: High Security / Segregation / Protective Custody for Females & Males	New construction.	New small much better designed Linear housing units in addition.
Housing: Shared Support & Programs	New construction to supplement existing.	On each housing floor of addition.
Inmate Services, Classification & Records	Renovation to create new suite.	Offices and Records Storage within what is now Linear housing.
Laundry	Relocate; renovation.	New Laundry within what is now Linear housing.
Mental Health / Counseling	Renovation and new construction.	New suite of Offices within what is now Linear housing; and Counseling rooms & Multipurpose spaces near existing and new Housing units.
Public Lobby & Visiting	New construction and existing.	In the addition to the Jail: new Public Lobby and Video Visiting stations for the public, new Attorney Visiting rooms near new Housing units, and Video Visiting stations for inmates in the new Housing units. In existing portions of the Jail continue using existing Video Visiting and Attorney Visiting rooms.
Video Arraignment & High Security Court	Renovation.	Create small Suite with Courtroom and support spaces within what is now Linear housing.

The next table shows the number of beds for each classification category within the existing MCDF and the addition.

Proposed Bed Plan for the Expanded MCDF to Meet Needs for 2035

Population Category	Male		Female		Total
	New Const.	Existing Jail	New Const.	Existing Jail	
Trustee		24		0	24
Medium Security	94	108		0	202
Mental Health/Protective Custody (MH/PC)	32	0		0	32
Medium Security General Population (GP), / MH/ PC & Trustee *		0	40	0	40
Higher Security MH/ Protective Custody	16	0	8	0	24
High Security	24	0	8	0	32
Total	166	132	56	0	354
Percentage of Total	47%	37%	16%	0%	
Total New Construction:					222
Total in Existing:					132

* Includes Geriatric/Medical Step-down

Operational & Architectural Space Program (see chapter 7)

The architectural space program for the expanded and renovated Jail calls for 105,612 gross square feet of new or renovated space. The Program describes operational and space requirements for each jail component. The next table summarizes the amount of additional space needed for each component and whether it will be existing space that is renovated or new space.

McLean County Jail: Summary of Spaces to Renovate or Build for Each Component

Component	Gross Sq. Ft. to Renovate or Add		
	Existing Space to Renovate	New Space	Total
Administration (within Jail)	676		676
Booking (additional space)	1,148		1,148
Detainee Programs & Commissary	3,828		3,828
Food Services		8,268	8,268
Health Services	5,640		5,640
Housing: New Units		55,556	55,556
Housing: Shared Support & Programs		2,958	2,958
Inmate Services, Classification & Records	1,086		1,086
Laundry	788		788
Mental Health/Counseling	689		689
Public Lobby & Visiting		2,128	2,128
Staff Support	2,282		2,282
Video Arraignment & High Security Court	1,568		1,568
Total Departmental Gross Square Feet	17,704	68,910	86,614
Building-wide Efficiency/Grossing Factor	1.1	1.25	
Total Gross Square Feet	19,474	86,138	105,612

Adjacency Requirements (see chapter 8)

Key relationships among spaces within each component as well as among the components need to be maintained for operational efficiency, and for safety and security reasons. The challenge is to do this while satisfying space needs, within building and site limitations. Here are a few examples:

- Housing Units for the Mentally Ill should be convenient from Mental Health offices.
- All Housing Units for females should be collocated (for staffing efficiencies).
- Inmate Property Storage should be close to the Booking Stations.
- The Loading Dock should be adjacent to a secure unloading area within Food Services.
- The Laundry should be convenient to/from all Housing Units.

Joint Use Community Crisis Stabilization Facility (see chapter 9)

To better address mentally ill offenders who commit nuisance and other low level offenses and whose mental illnesses can worsen in jail settings McLean County requested that the consultants provide assistance with establishing a Joint Use Community Crisis Stabilization Facility (JUCCSF) and in studying whether it should be collocated with the jail or located elsewhere.

The team studied the positive and negative aspects of collocation with the jail and developed a space program for the JUCCSF. With input from both mental health and justice systems leaders and professionals and an objective analysis of the options it was determined that the JUCCSF should be located adjacent to other mental health treatment programs rather than the jail.

Fortunately long before the jail study was completed an agency in McLean County received a State of Illinois grant to provide crisis stabilization services and beds.

Site Expansion Criteria (see chapter 10)

Early on it was determined that it would be most staff and cost efficient for McLean County to renovate and expand its current jail rather than to build and operate a second jail, or to abandon the existing jail and build and operate one large new jail elsewhere.

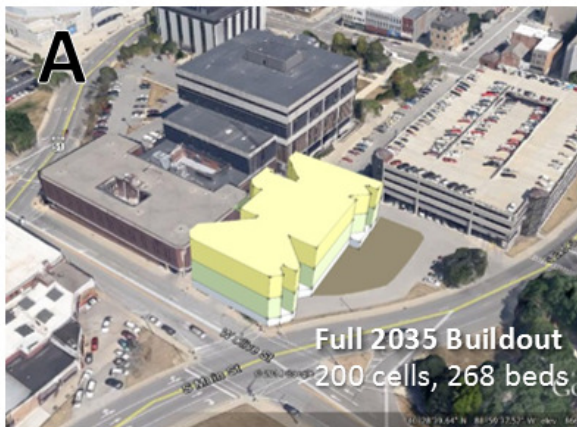
After considerable analysis of the Law and Justice Center site, the southeast corner was selected as the recommended site. This was because compared with other options it would be least likely to result in operational disruptions, and it would provide the best link to the existing Jail at the second floor, while not limiting future expansion options.



Construction Options (see chapter 11)

Because the site option analysis yielded one superior option, the client/consultant team developed option scenarios which enabled the jail's needs including the space program to be satisfied in a variety of ways over time.

- Scenario A provides the full 2035 build-out with 200 cells and up to 268 beds in one phase.
- Scenario B finishes half the shell initially providing 150 cells and 167 beds in the first phase, with half of the interior construction left for the future.
- Scenario C provides the same number of beds as scenario B but builds the shell for the full build-out requiring future interior construction.
- Scenario D provides a 2-phase build-out with initially only 100 cells with up to 134 beds which would require another major construction project in less than 15 years.



The following table further describes the characteristics of and differences between the Master Plan scenarios.

Descriptions of and Differences among the Master Plan Scenarios

Number of New Cells in Phase 1		200	150	100	100
Option Designation		A	B	C	D
Phased?		No	Yes	Yes	Yes
Number of New Cells in Subsequent Phases		0	50	100	100
Number of New Cells following Last Phase		200	200	200	200
Construction in Phase 1	1st & 2nd Floors incl. 2nd Fl. Mezzanine	X	X	X	X
	3rd Floor & Mezzanine Completed			X	
	No 3rd Floor / No Shell				X
	Half of 3rd Floor Completed, Other Half Shelled	X			
	All of 3rd Floor Shelled		X		
Linear Cells to be Renovated for Other Purposes after Phase 1 New Cells are Operational		Almost All	Almost All	Some	Few
During Phase 1, some Linear Cells Renovated to Accommodate these Functions:		Medical, Laundry, Inmate Services, Programs	Medical, Laundry, Inmate Services, Programs	Medical & Laundry Only	Medical & Laundry Only

Staffing & Operational Costs (see chapter 12)

Currently the existing MCDF has 71.5 staff. These cover all positions and all shifts (24 hours a day, 7 days a week). Contracted food services personnel, counselors, and medical providers are not included in the number of MCDF staff.

How many more staff will be needed depends upon when most of the linear beds are deactivated and renovated for other jail functions, and how many of the new beds and housing floors and units are occupied. With 100 new beds (1 floor and mezzanine), the number of total staff has been estimated to be 83. Once 150 new beds are open, 85.4 staff would be needed; and 93 staff would be required once 200 beds are activated.

In 2014 the total cost for operating MCDF was approximately \$5,746,300. This paid for staff salaries and benefits, contracted services, food, transportation, maintenance, and utilities. Depending upon the number of new beds activated this is expected to increase between 15 percent (for 100 beds) and 25 percent (for 200 beds), excluding inflation.

Construction and other Initial Project Costs (see chapter 13)

Scenario A would have the lowest total initial costs, it satisfies the 2035 bed needs projections, and it would be least disruptive operationally as it would be built all at once rather than in phases. Therefore A is the recommended scenario.

Although B, a phased option, would have slightly higher construction costs, if funds are more limited in the near future it would be an excellent second choice.



Implementation Schedule (see chapter 14)

After authorization to proceed, design documents will take approximately one year to produce. Next, bidding will take about two months, and construction will last about two years.